

**STRATEGY
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**THE ARMY RESERVE ROLE IN MILITARY SUPPORT TO CIVIL
AUTHORITIES: A NEW APPROACH FOR THE 21st CENTURY**

BY

**LIEUTENANT COLONEL JAMES A. FRALEY, JR.
United States Army Reserve**

19980417 061

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AUTHORITIES: A NEW APPROACH FOR THE 21st CENTURY

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Lieutenant Colonel James A. Fraley Jr.

Colonel Otis J. Elam
Project Advisor

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U.S. Army War College
CARLISLE BARRACKS, PENNSYLVANIA 17013

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ABSTRACT

AUTHOR: LTC James A. Fraley Jr.

TITLE: The Army Reserve Role in Military Support to Civil Authorities: A New Approach for the 21st Century

FORMAT: Strategy Research Project

DATE: April 1998 PAGES: 27 CLASSIFICATION: Unclassified

Natural and manmade disasters are dynamic, untimely and stressful occurrences. Scientists from around the world have predicted ever-increasing, dramatic changes to the global environment. International terrorism and other asymmetric threats will increase within our borders. The potential for disasters has never been greater. During the foreseeable future, the U.S. military is expected to operate in a climate of tight budgets and increased missions while reducing its personnel. The time has come for the U.S. Army Reserve to play a key leadership role in domestic disaster relief.

This country's military was founded on the concept of the citizen-soldier, dedicated to the nation. This paper will explore new ways the U.S. Army Reserve can be used as a significant team-player in the management of military response to domestic disaster relief operations, given an uncertain and volatile future in the 21st Century.

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ACKNOWLEDGMENTS

I wish to thank the following USAWC faculty instructors for their kind and professional encouragement during this research endeavor: Ms. Bonnie Jezior, Dr. Craig Nation, Colonel Jack Ellertson and Colonel Otis Elam. Because of this institution's fine educational atmosphere, engaging curriculum and level academic and social playing field, I will always regard the above individuals as very special colleagues. The Army War College will forever hold an enduring place in my heart and mind.

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HISTORY OF MILITARY RESPONSE TO U.S. DOMESTIC DISASTERS

It was the great build-up of the U.S. Army, with its enormous supply, equipment and transportation assets, during the American Civil War era that led to the eventual involvement of the military in U.S. disaster relief. "Direct federal participation in disaster assistance really began in 1865, when the government helped freedmen (free blacks) of the south survive flooding along the Mississippi."¹

The U.S. Army Quartermaster Corps took over disaster relief responsibility from the federal Bureau of Freedmen in 1872. With the expansion of our cities and the settlement of wilderness areas, disaster relief missions became more prevalent. This was particularly true along U.S. rivers and waterways. Most disaster relief missions were flood related. The U.S. Army Corps of Engineers (USACE) was situated along water routes, with the right mix of men, materiel and equipment, thus becoming responsible for domestic flood relief duties. The U.S. Quartermaster Corps, however, still retained overall management of these operations.

The USACE actually directed the construction of retaining walls, sandbag revetments, and physically rescued people in harms way with watercraft. The Quartermaster Corps provided food, supplies and equipment to disaster victims.

By the late 19th century, the USACE was actively involved in disaster relief missions to include flood relief, replacing damaged bridges and fighting large, disastrous fires. "Those

missions were assigned to the Corps by the President, the Secretary of War, and the Army department commanders.² The lead for federal disaster relief was given to the USACE in 1916 due to its effectiveness in flood disasters. This soon changed in 1917, however, when the Army reorganized and gave command and control of disaster relief responsibilities to department or corps area commanders. Disaster relief also involved support from the Navy department. Most importantly, the American Red Cross began calling the shots during the rescue, relief and recovery phases of disasters with the USACE and Quartermaster Corps serving in a support role.³

By 1927, Federal Disaster Assistance Coordinators were appointed to supervise the Red Cross, USACE, Quartermaster Corps and other federal agencies due to the increasing requirement for resources during these natural catastrophes. During the 1930s, the Works Progress Administration (WPA) and the Civilian Conservation Corps (CCC) were also engaged to assist in disaster relief.

The USACE improved its emergency operations planning in the 1930s and 1940s, and by 1950, it was designated as the lead federal agency (LFA) during flood disasters. The military's size, depth, training and availability of equipment, troops and supplies made it a perfect fit for fast and effective disaster response throughout the United States. "Many of the basic principles that shape the current federal disaster relief program

are actually out growths or continuations of policies and guidelines that were established by the War Department."⁴

CURRENT POLICY

The 1997 National Security Strategy of the United States outlines our country's national interests. The document further clarifies how we as a nation must be able to "respond to the full spectrum of crises that may arise"⁵, in protecting the lives and safety of Americans. Disaster relief operations are categorized under humanitarian interests. "In the event of natural or manmade disasters, our nation may act because our values demand it."⁶ Hence, there are special circumstances when the U.S. military will effect disaster relief operations under the umbrella of humanitarian assistance. This is specifically addressed in the Federal Response Plan (FRP). The FRP will be covered later in this paper.

Civil authorities throughout the United States, including local, county and state governments, have the direct responsibility in first responding to natural and manmade disasters. As is the case with all disasters, they occur quickly and often without warning. These disasters can be so severe and enormous that civil authorities are incapable of effective and efficient response. "For example, the occurrence of a large or catastrophic earthquake in a high-risk, high-population area will cause casualties, property loss, disruption of normal life

support systems, and will impact the regional economic, physical and social infrastructures."⁷ Since the need for relief to citizens' health, safety and property is urgent and immediate, the U.S. military is counted on for support and assistance. The military's structured organization and vast reservoir of resources of personnel, equipment and services allows for a substantive response.

STAFFORD ACT, FEMA AND THE FRP

The mechanism that authorizes Federal support and assistance to civil authorities during these devastating national disasters is the Stafford Disaster Relief and Emergency Assistance Act of 1988 (Public Law 93-288, as amended by Public Law 100-707). The Stafford Act as it is commonly known, "enables the Federal government to provide assistance to U.S. states, territories, and possessions to alleviate suffering and mitigate damage resulting from major disasters and civil emergencies."⁸

In the actual application of domestic disaster relief efforts, as mentioned earlier, the local and county emergency departments, fire, police, rescue, etc., will respond first. If these organizations are overwhelmed by the disaster, the governor of the state can incorporate state-level disaster relief organizations and can call-up the National Guard on state active duty. If the disaster exceeds the state's resources and ability to cope with the crisis, the governor may request Federal

assistance from the President. The President then declares a state of emergency, major disaster or catastrophic disaster. Emergencies require a shorter recovery time and a lesser degree of assistance than disasters. "Once a state of emergency is declared, active duty soldiers can be employed to respond to the crises under the direction of FEMA."⁹

The key agency for emergency assistance to civil authorities is the Federal Emergency Management Agency (FEMA), established by President Carter in 1979. FEMA is the lead Federal agency (LFA) involving disaster and emergency assistance within the United States and its territories.

FEMA is the proponent for and initiates the Federal Response Plan (FRP). The FRP was published in April 1992 and is endorsed by 27 Federal departments and agencies. These organizations have various assigned responsibilities to fulfill in maintaining a strong, reliable Federal response capability. "The purpose of the Federal Response Plan is to facilitate the delivery of all types of Federal response assistance to States to help them deal with the consequences of significant disasters."¹⁰

For effective management in coordinating this vast array of Federal resources, (agencies like Department of Defense, Department of Agriculture, Department of Justice, American Red Cross, Department of Transportation, National Communications System, and Tennessee Valley Authority, to mention a few) the FRP framers organized Federal disaster response assistance along

functional lines of responsibility. There are 12 Emergency Support Functions (ESFs), each headed by a key agency with strengths and capabilities in that particular functional area.

TABLE 1: EMERGENCY SUPPORT FUNCTIONS (ESFs) and PRIMARY FEDERAL AGENCY:¹¹

1. COORDINATION OF FEDERAL and CIVIL TRANSPORTATION ASSISTANCE	DEPARTMENT OF TRANS.
2. TELECOMMUNICATIONS SERVICES SUPPORT	NTL COMMUNICATIONS SYSTEM
3. PUBLIC WORKS & ENGINEERING SUPPORT	DEPARTMENT OF DEFENSE
4. MANAGING & COORDINATING WILDLAND, RURAL, & URBAN FIRES	DEPARTMENT OF AGRICULTURE
5. INFORMATION & PLANNING FOR A POTENTIAL/ACTUAL DISASTER/EMERGENCY	FEMA
6. URGENT NEEDS OF DISASTER VICTIMS ON A MASS CARE BASIS	AMERICAN RED CROSS
7. LOGISTICAL and RESOURCE SUPPORT TO FEDERAL ORGANIZATIONS	GENERAL SERVICES ADMIN
8. PUBLIC HEALTH & MEDICAL CARE NEEDS	HEALTH & HUMAN SVCS DEPT
9. URBAN SEARCH and RESCUE	FEMA
10. DISCHARGE OR RELEASE OF HAZARDOUS MATERIALS	EPA (Environ.Prot.Agency)
11. OBTAIN and TRANSPORT FOOD SUPPLIES	DEPARTMENT OF AGRICULTURE
12. HELP RESTORE ENERGY SYSTEMS	DEPARTMENT OF ENERGY

FEMA appoints a Federal coordinating officer (FCO), on behalf of the President, who communicates and coordinates Federal disaster relief assistance with the affected State coordinating officer (SCO), FEMA, and the responsible primary agency or agencies. It is essential that the Federal response occur in a timely and effective manner in order to assist and augment State and local agencies and organizations.

DEPARTMENT OF DEFENSE

The Department of Defense (DOD) has built an elaborate system in providing military support to civil authorities. "The Secretary of Defense delegates authority to provide military support for civil authorities to the Secretary of the Army who, as executive agent, exercises operational control over all DOD components including the services and defense agencies."¹²

Actual responsibility within the Secretary of the Army headquarters for overseeing military support to civil authorities belongs to the Assistant Secretary of the Army for Installations, Logistics and Environment. However, the agency with bottom-line responsibility for planning and coordinating the actions for the Secretary of the Army is the Directorate of Military Support, called DOMS. DOMS is headed by an Army major general from Department of the Army (DA) Deputy Chief of Staff for Operations and Plans. It is DOMS that is the key military link that coordinates and communicates regularly with FEMA. The interesting fillip here is that DOMS actually serves as a mini-joint staff with a Navy rear admiral and an Air Force brigadier general serving as deputy directors.

DOMS, serving in its capacity as action-agent for the Secretary of the Army, plans and executes the following missions:

- 1) Military support to civil authorities (MSCA); 2) Military assistance for civil disturbances (MACDIS); 3) Weapons of mass destruction domestic preparedness implementation; and 4) special

event support.¹³ Specifically, these standing and directed missions involving domestic emergencies are listed in Table 2.

TABLE 2: SECRETARY OF THE ARMY STANDING AND DIRECTED MISSIONS IN DOMESTIC EMERGENCIES¹⁴

Terrorism	Tornado	Explosion
Insurrection	Space Debris Impact	Radiological Event
Civil Disturbance	Animal Disease Erad.	Snowstorm/Freeze
Earthquake	Mass Immigration	Drought
Fire	Hurricane/Typhoon	Oil Spill
Flood	Volcanic Eruption	Chemical Hazard
Tsunami/Tidal Wave	Landslide	Epidemic
Meteor Impact	Mudslide	Postal Work Stoppage

The Commanders In Chief (CINCs) of Atlantic Command (ACOM) - which includes Forces Command (FORSCOM) as lead operational authority (LOA) and therefore can task other ACOM component commands such as Transportation Command (TRANSCOM) and support defense agencies - Pacific Command (PACOM) and Southern Command (SOCOM) have area responsibility for military support to civil authorities in their respective regions of the U.S. and its territories. A Defense Coordinating Officer (DCO), from the CINCs area of responsibility, is deployed with a team to the disaster site as the DOD representative with full authority to confirm and validate all requests for support. Let there be no doubt that the DCO is the Department of Defense's primary point of contact for the FCO and the SCO in mission taskings and requests for support. The DCO coordinates directly with the FCO and the SCO in response and recovery activities and requirements. Updates are provided to DOMS regularly.

It is important to note that DOD, with coordination through DOMS, provides back-up support to the primary Federal agencies for each of the Emergency Support Functions, as shown in Table 3. The Stafford Act empowers Federal agencies to support each other under certain conditions of reimbursement.¹⁵

TABLE 3: DOD SUPPORT TO THE 12 EMERGENCY SUPPORT FUNCTIONS¹⁶

1. TRANSPORTATION	TRANSPORTATION COMMAND
2. COMMUNICATIONS	ASST. SEC OF DEFENSE
3. PUBLIC WORKS/ENGINEERING	USACE
4. FIREFIGHTING	FORCES COMMAND (FORSOM)
5. INFORMATION AND PLANNING	DOMS
6. MASS CARE	DEFENSE LOGISTICS AGENCY
7. RESOURCE SUPPORT	DEFENSE LOGISTICS AGENCY
8. HEALTH AND MEDICAL SVCS	FORSOM
9. URBAN SEARCH AND RESCUE	DOMS
10. HAZARDOUS MATERIALS	NAVY, SUPV SALVAGE
11. FOOD	DEFENSE LOGISTICS AGENCY
12. ENERGY	USACE

To show the enormity of some of these military missions, few people are aware that DOMS has a plan in place to take over mail delivery throughout the United States in case of a full-blown postal strike. The functions of delivering the mail, processing letters and packages and safeguarding and transporting these parcels and packages throughout the U.S. postal system will be accomplished using all of the services and their Reserve Components (RC). The commitment of approximately 190,000 military service personnel, fleets of trucks, trailers and aircraft, along with untold amounts of related equipment and supplies, would be applied to the mission of keeping our postal

system in full operation. Everything considered, this predictable, static event is easy to plan for and somewhat sequential and step-by-step in its execution. A behemoth task nonetheless.

It is common practice to form joint task forces (JTFs) in command and control of disaster relief operations.

"JTFs are normally formed for command and control of operations when significant forces from more than one service are deployed. Recent examples of JTFs include the Los Angeles riots (1992), Hurricane Andrew (1992), and the Olympics (1996). RTFs [Response Task Force] are formed to support Federal responses to terrorist incidents which involve weapons of mass destruction (WMD). The elements of RTFs were prepositioned during the Olympics and the last Presidential inauguration."¹⁷

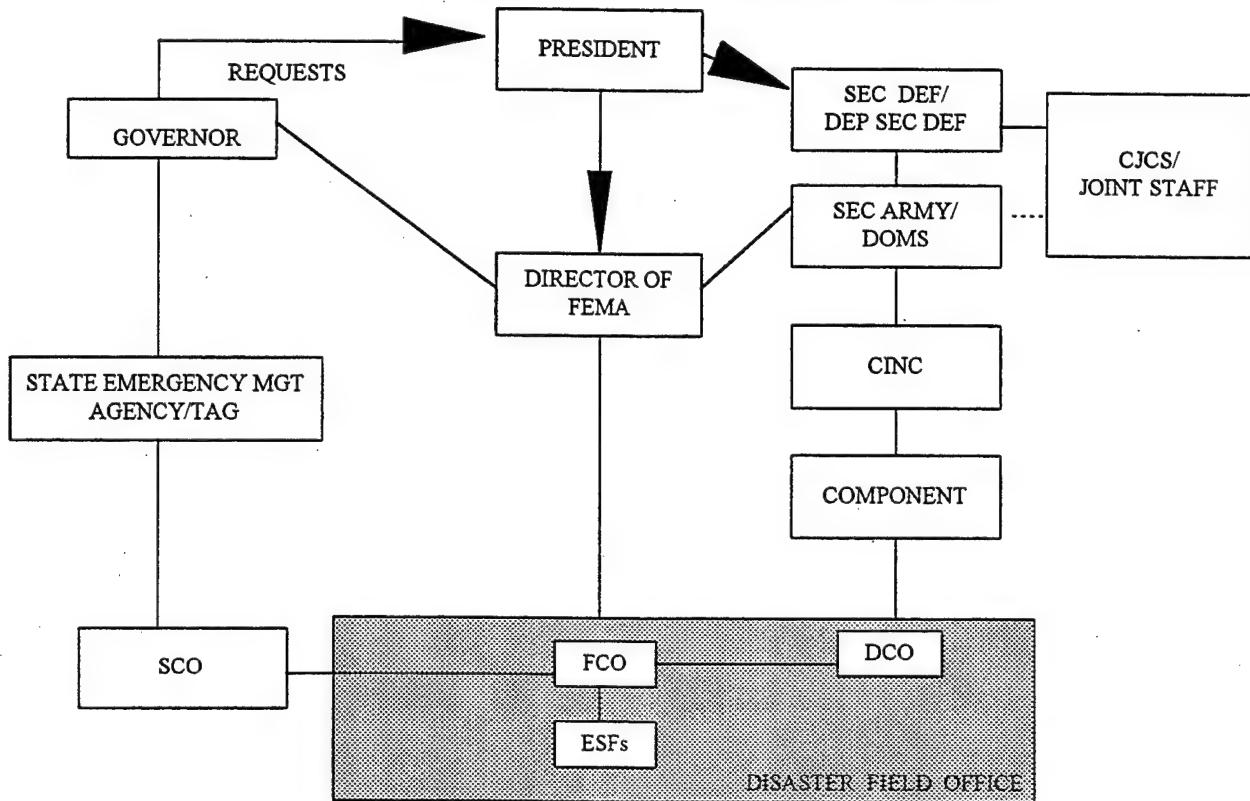
"DOD has supported more than 200 domestic disaster relief operations since 1975."¹⁸ One of the most horrific examples, in recent memory, was the deployment of Joint Task Force Andrew following the tremendous devastation caused by Hurricane Andrew in south Florida, August, 1992. "The storm left an estimated 160,000 people homeless, and destroyed or damaged 82,000 businesses."¹⁹ The estimated damage for south Florida alone totaled \$30 billion. Although the governor of Florida was slow to request Federal support, the JTF was formed to include all military services and their Reserve Components. "The [National] Guard is everywhere. So are about 16,000 troops from every branch of the armed forces. That wasn't so at first. State and federal officials apparently did not appreciate the scale of the

disaster until about two days after Andrew struck."²⁰ Water, food, medical supplies, tentage, blankets and insect repellent were just a few of the immediate necessities coordinated through the JTF, DOMS and FEMA. Military police, engineer, logistics and medical units implemented their special skills in accomplishing the disaster relief support mission. Despite its sluggish real-world response to hurricanes, earthquakes, forest fires, terrorist bombings or potential postal strikes, DOD has the depth of resources, services and skills to support disaster relief operations. But timing and fast action are everything when disaster strikes.

LAYERS OF BUREAUCRACY

The current application of disaster relief and emergency response operations in the United States is unwieldy and bureaucratic. This is due to the layers of executive agents and military service staffs directed to take on these massive missions. The Department of Defense's sequence for disaster support is shown in Figure 1.

Figure 1: SEQUENCE FOR DISASTER SUPPORT²¹



Official notification must first come from the President to FEMA. FEMA notifies DOD about the declared disaster through official channels with the Secretary of the Army, DOMS, being notified through the established chain of command. In reality, direct and informal communications do occur between FEMA and DOMS. However, instead of immediate dissemination of instructions, DOMS is required to coordinate first with the Chairman of the Joint Chiefs of Staff (CJCS). A CINC (ACOM, SOUTHCOM, or PACOM) is then identified as operating agent. Finally, it is the CINC that designates the DCO. In the Continental United States (CONUS) it is FORSCOM, the subcommand

to ACOM, that actually designates the DCO to originate from one of the two Continental United States Armies (CONUSAs). 1st U.S. Army is responsible for the half of the United States east of the Mississippi River. 5th U.S. Army has responsibility for the western half of the United States. A DCO is identified by the CONUSAs, then dispatched to collocate with the SCO at the Disaster Field Office (DFO) site. Speed and efficient communication and coordination of relief operations are slowed due to these various levels of authority. This is not to infer that there is a lack of conscientiousness or they don't work hard. Natural and manmade disasters are dynamic, untimely and stressful occurrences. The key is to help people fast in their time of need.

While serving in the position of Chief, Equipment Branch, Deputy Chief of Staff for Logistics (DCSLOG), at the United States Army Reserve Command (USARC), from 1995 to 1997, I personally experienced the challenge and frustration in dealing with this bureaucracy. The USARC was tasked with providing badly needed water purification equipment, generators and automatic building machines in support of disaster relief operations following Hurricanes Marilyn and Fran, Fall 1995 and 1996 respectively, and the devastating floods in South Dakota, Spring 1997. Serviceable equipment was located quickly in various USAR units throughout the United States. What developed was a state of confusion in communications. This confusion persisted due to

having to deal with conflicting instructions, various misinterpretations and capricious timeframes on the part of action officers at FORSCOM, 1st U.S. Army, the DCOs and the Disaster Coordination Element (DCE) personnel.

PAST AND FUTURE ENVIRONMENTAL DISASTERS

If historical weather patterns provide any indication of the future, the number of disaster relief operations in the U.S. will increase. "From 1983 to 1988, the average number of declared disasters and emergencies was 25 per year. From 1989 through 1994 it was 41. In 1992, the number of disaster declarations was 48."²² Inevitably, some declarations are due strictly to state and federal politics. Frequently, politicians are influenced or even pressured by special interests to declare dubious disasters. Most are based on genuine, natural factors. "Some weather forecasters say the country has entered a period of intense and destructive storms, with potential losses per storm projected at \$35 billion in Texas, \$50 billion in Florida and \$52 billion in the Northeast."²³ It's possible that our global climate may have been stressed to the point of nonrecovery due to the negative impact of human influence on our natural, fragile environment.

"Concentrations of greenhouse gases in the atmosphere are at their highest levels in more than 200,000 years and climbing sharply. If the trend does not change, scientists expect the seas to rise two feet or more over the next century. In America, that means 9,000 square miles of Florida, Louisiana and other coastal areas will be flooded. Climate changes will

disrupt agriculture, cause severe droughts, floods, and the spread of infectious diseases."²⁴

Looking at the manmade end of the disaster spectrum, civil disturbance and emergency response operations are predicted to increase as well. After winning the cold war, the reality of a global war is no longer a looming threat. However, there are national and international villains lurking in the calm and quiet shadows within our borders, during this era of sustained world peace. The asymmetrical enemies that we face now are no longer held at bay by these once influential, omnipotent superpowers. The United States will be confronted by sinister, deceptive and fanatical rogue states, nonstate idealists and criminal groups and an array of terrorist organizations. There is no limit to the unsophisticated, perverse ways that these groups will employ terror to achieve their strategic ends. Weapons of mass destruction (WMD) tend to fit the needs of these recalcitrant states and nonstate actors perfectly. "Some believe that the use of chemical, biological, or nuclear weapons on American soil is not a matter of 'if' but when it will happen. A month rarely goes by without hearing about a terrorist attack somewhere in the world; after the World Trade Center, Oklahoma City, and the Atlanta Olympics, that world seems to be getting smaller."²⁵

As military budgets become tighter during a period of increased missions while facing reductions in experienced

personnel, DOD must explore new approaches in responding to disaster relief and emergency response operations. If DOD continues the current practice of burdening the active military forces with disaster relief operations in the U.S. and around the world, while simultaneously maintaining a two major regional contingency (MRC) posture, we will not be using our country's reserve component assets to the fullest. We must improve the way we do business, by adding value and utility to disaster relief and emergency response operations.

A NEW APPROACH: CITIZEN-SOLDIERS IN THE LEAD

Although DOD has done a fair job in coordinating and providing disaster relief over the years, it is time to reengineer the system. A new framework is needed that incorporates the talents of the Army Reserve at the top of the organization chart. A chain of seamless support not stifling structure, applied to an arena of chaotic, destructive events.

The USAR is in a unique position to orchestrate these Federal military support missions. The Army Reserve is comprised of America's true citizen-soldiers. The USAR comes to the disaster/emergency response arena with a strong national, regional, and local perspective. "Today, America's Army Reserve is a relevant, ready, and engaged force. It is readily available at the President's call, to meet any requirement in the full spectrum of peace and conflict, anytime...anywhere."²⁶

USAR REGIONAL SUPPORT COMMANDS.

In December 1993, ten new USAR Regional Support Command (RSC) headquarters were established throughout the United States. These RSCs were a result of the drawdown and subsequent reorganization from twenty regional U.S. Army Reserve Commands. The structure of the new USAR RSCs was specifically designed by the leadership to align with the ten FEMA Federal Regions. This regional template effectively covers all 50 states and U.S. territories. This places the USAR in a position to respond quickly and efficiently to any disaster. An added benefit to FEMA would be to use the RSC locations as primary or alternate Regional Operation Center (ROC) sites.

USAR COMBAT SERVICE SUPPORT CAPABILITIES.

The Army Reserve is postured to provide Combat Support (CS) and Combat Service Support (CSS) units to disasters and emergencies when requested. As part of the total Army, the USAR accounts for 20% of the CS and 47% of the CSS mission. The actual types of units that have been dedicated to disaster relief and emergency response operations in the U.S. include transportation, aviation, engineer, medical, military police, psyops and civil affairs. For example, "aviation units were critical in transporting much needed water and flame retardants to the wildfires in Montana, and Reserve engineer and transportation units assisted flood relief efforts in the heartland."²⁷

DOWNSIZING FORCES AND BUDGETS.

Since the historic, substantive downsizing of our military forces following Desert Storm, the active army has been tasked by DOD and the National Command Authority (NCA) to do more with less. This translates into an increase in the number of missions and workload with a simultaneous reduction in the military services' budgets. This constant increase in OPTEMPO and PERSTEMPO spreads the force thin, has an adverse impact on morale, increases the attrition of experienced, qualified soldiers from the active force, resulting in a serious strain on the effectiveness and efficiency of the overall national military strategy.

The above factors have created a point in time in our country's history where the active U.S. military services must rely more on the capability, versatility and professionalism of its associated reserve forces. "The Army, Navy, Marine Corps and Air Force Reserves make up about 20 percent of the Total Force, at a cost of 3 to 5 percent of the budget."²⁸

This represents a smart way to do business as we approach the realities of operating under fiscally constrained military budgets in the infancy of the 21st Century.

"The active-duty force has found that it needs the Reserves to help it do its daily work and to relieve pressures caused by the constant and multiplying tempo of operations. As a result, the active force not only has a surge force, ready to mobilize in time of conflict, but also has a Reserve with accessories and

options that gives more bang for the buck in support of peacetime and contingency operations."²⁹

By applying a corporate framework to the current DOD disaster relief/emergency response system, the Army Reserve can impact this important mission arena as a major player. It is time to apply new, creative and out-of-the-box thinking to DA's management of disaster relief and emergency operations. "The Reserves must be viewed as a cost effective force multiplier and not as a continual fair-sharer in force reductions."³⁰ A recent senior Army guest lecturer at the U.S. Army War College stated, "when looking at the subject of change, I urge you to ask - why not?"³¹ "In an environment of cost-savings and tight budgets, it is time to adopt a businesslike approach, taking advantage of the cost leverage and tax savings provided by the citizen-soldier, -sailor, -Marine, and -airman."³²

JCS AS EXECUTIVE AGENT.

As mentioned earlier, change needs to be implemented at the top by switching executive agent responsibility from DOD and Department of the Army over to the Joint Chiefs of Staff (JCS). In a recent panel conducted at the U.S. Army War College on Military Support to Civil Authorities, I learned that there is a current, on-going conflict between the Office of the Secretary of Defense and the Joint Chiefs of Staff for control of the executive agent role in exercising control over all DOD components including the services and defense agencies.³³ I

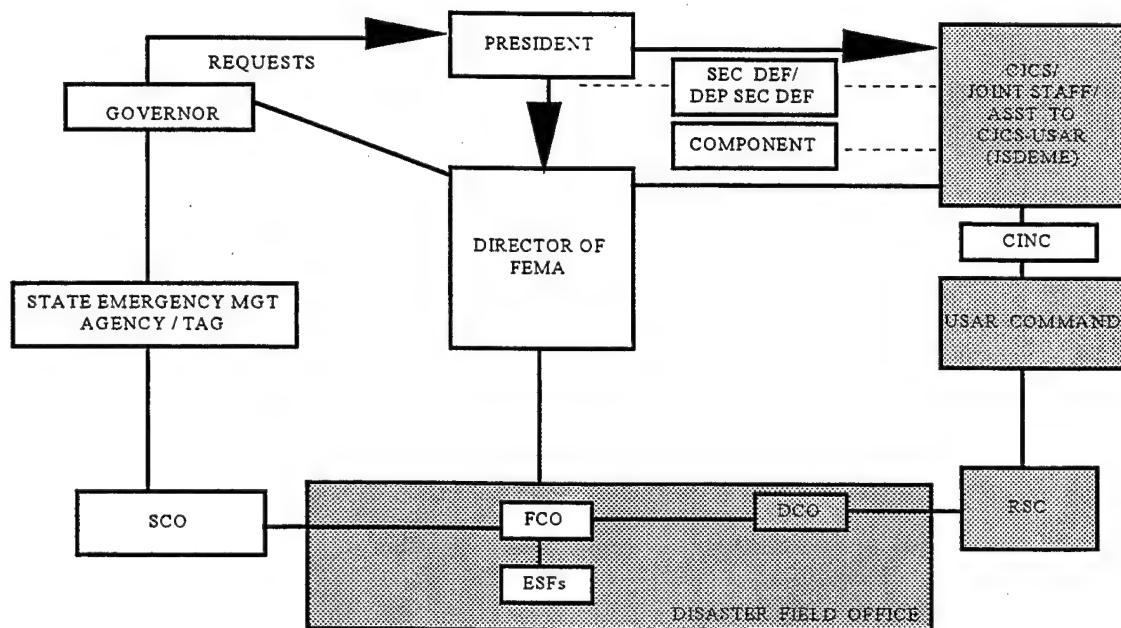
believe this is an administrative action whose time has come. The Joint Staff is tied in directly with the affected Geographical Commands, i.e., ACOM, SOUTHCOM, PACOM, and has a good understanding of and working relationship with the interagency staffs. Since the Joint Chiefs is notified anyway, in the alert sequence for disasters and emergencies, this would eliminate the need for DOD to be involved. The President's staff would notify FEMA, as per the Stafford Act, and the JCS. FEMA would then coordinate with JCS directly instead of DOMS. This change would enable the DA DCSOPS to eliminate the DOMS staff and redirect this freed-up manpower to other duties.

The 1998 DOD Authorization Bill created two, new two-star (Major General) positions at the Joint Chiefs of Staff level; Assistant to the CJCS for Reserve Matters and Assistant to the CJCS for National Guard Matters.³⁴ The significance of these two Reserve Component chairs on the staff of the Joint Chiefs shows the importance of and reliance on these key organizations in future joint operations. "The new positions support Secretary Cohen's recent guidance for the effective integration of the reserve and active components into a 'seamless Total Force' and ensures Reserve and National Guard participation in appropriate Joint Staff planning and resourcing forums."³⁵ As mentioned above, the JCS would take over responsibility as the Executive Agent for military support to civil authorities, thus removing

this function from DOD and the Secretary of the Army. They would remain in the information loop.

The Action Agent function would be assigned to this new Assistant to the CJCS USAR two-star position. A cell from this newly organized staff would then become the key link in coordinating and communicating regularly with FEMA, all other military services and DOD agencies. A suggested name is Joint Staff Domestic Emergency Management Element (JSDEME). See Figure 2.

Figure 2: PROPOSED SEQUENCE FOR DISASTER SUPPORT



The ten USAR RSCs, working through the USAR Command, would provide the personnel to operate the Defense Coordination Office

(DCO) at the disaster site currently orchestrated by the CONUSAs. See Figure 2. This part of the reengineering effort eliminates the CONUSAs Defense Coordination Elements and frees up even more active component soldiers for reassignment elsewhere.

Today, there is greater dependence on the Reserve Components. No one understands a Reserve force like another Reserve force. In serving as this new focal point, the JSDEME cell or element would coordinate all Reserve Component actions including Army Reserve, Army and Air National Guard, Air Force Reserve, Naval and Marine Corps Reserve, Coast Guard Reserve and for active component services as well.

RELIEVING THE ACTIVE FORCE.

The complementary, follow-on surprise in this radical approach to military support of civil authorities is that the active component would be less engaged. These active forces would be called upon for disaster relief or disturbance support missions on an "as needed" basis. This new approach would free-up active component forces, resources and equipment to other primary CINC missions during these stark times of personnel and fiscal constraint. The aim is to provide relief to active forces for more pressing missions elsewhere.

Realistically speaking, active component assets might be needed for very specialized tasks or massive, widespread catastrophic or multiple disasters. In his book, The Road To 2015, John Petersen describes cataclysmic disaster situations

where, "if hurricanes, earthquakes, and volcano eruptions increased and produced significant damage to developed areas (a big California quake could produce \$60 billion in losses) the [insurance] industry would likely fail."³⁶ He is describing natural disasters of biblical proportions here. If this scenario ever came to pass, all active and reserve forces would be considered for disaster duty.

The USACE would continue to perform its standing missions. It is a uniquely qualified Army asset, fortified with heavy construction and public works equipment, and ideally situated near rivers, lakes and waterways. The Department of Energy depends on the USACE for assistance in restoring widespread electrical power outages. The devastating ice storm in New England during January 1998 provides a sober reminder of USACE's true value.

USAR IN THE TOTAL SEAMLESS FORCE.

The Honorable Secretary of Defense, William Cohen, emphasized the creation of a seamless Total Force. This is a "concept which correctly views the RC as an integral part of an overall military strategy and not as a force of last resort."³⁷ The United States Army Reserve is a professional, capable force. The institution has evolved, changed and matured since its inception by Congress in 1908. Skilled, professional, citizen-soldiers are ready to support their fellow citizens in a time of critical need. The USAR knows the pulse of America. It is the

Army's Federal Reserve Force. "Our Reserve forces, as citizen-soldiers, provide by their service a vital link between our full-time regular forces and the citizenry that they represent and protect. This is their most fundamental, contribution to our national defense."³⁸

THE NATIONAL GUARD'S ROLE.

A critical question to ask is why not consider the Army National Guard as the main player in this new Federal role? The answer is that the Army National Guard (ARNG) is the key, irreplaceable player at the state level. Each state's governor is in charge of the state guard or militia. The National Guard Bureau (NGB) is comprised of 54 separate state-level organizations, led by 54 different governors and commanded by 54 independent TAGs (The Adjutants General). Coordination and cooperation at the national level is difficult. [The ARNG is a Federal force only in situations where "federalized" by the President of the United States. It is best not to federalize the National Guard due to legal restrictions protecting American citizens from federal troops via the Posse Comitatus Act of 1878. This act prohibits the federal Army from enforcing civil criminal law within the United States.^{39]}]

Most importantly, the ARNG is the state's first responder employed by the Governor when a disaster or disturbance overwhelms local and county resources. It is the ARNG that has the direct and immediate responsibility to aid its state's

citizens. ARNG forces are highly skilled and excel in the mission of providing relief during emergencies. Regrettably, its resources often are overwhelmed during major disasters. That's one of the reasons "outside" assistance is requested. Another limiting factor is that the ARNG's total army mission is primarily combat oriented. Unlike the USAR's combat service support function. The Guard has plenty of tanks, armored personnel carriers and artillery but comes up light in medical, water purification, ground transportation, engineer and civil affairs assets. The important point is that the ARNG and the USAR are team players, with unique capabilities, in the seamless Total Force.

RESPONSE TO WEAPONS OF MASS DESTRUCTION (WMD).

With new threats identified on America's horizon, the USAR is in a position to flexibly respond to victims of terrorist attacks from nuclear, biological or chemical (NBC) delivery. The Defense Science Board (DSB) recently concluded a study on terrorism, recommending the establishment of fast-response units in the Reserve Components. "Members of the Army Reserve also would be enlisted in the anti-terrorism effort under the proposal. They, too, would have special regional teams, of 180 persons each, that would work out of established Reserve regional commands covering the 50 states and U.S. territories."⁴⁰ These units would be responsible for training police and fire

departments and other emergency organizations in detecting and treating for NBC agents. The DSB's proposal is being worked.

These fast-response teams would be tailored to meet the priority of WMD disaster demands in their geographical areas. In its new role at the Joint Staff level, the USAR JSDEME would have the flexibility and speed in calling up additional RC support units without having to channel and justify these requests through the bureaucratic DOD maze. As the lead Federal agency, FEMA would still be the primary coordinator of this type of disaster. The USAR and its fast-response units would work directly with FEMA, Army National Guard fast-response units and all other applicable government organizations. In case of widespread disaster relief operations, say following a devastating hurricane or massive earthquake, as described earlier, active forces would be engaged as required.

CONCLUSION

With its strong combat service support capabilities, the regional alignment of its RSC headquarters with the FEMA Federal Regions, a dynamic, command and control USARC headquarters, the new Assistant to the CJCS for Reserve Matters staff position, and its special bond as the nation's citizen-soldier, the United States Army Reserve is tailor made to take the lead and orchestrate the joint mission of military support to civil authorities.

The details in executing this revolutionary plan will require months of staff preparation and cooperation. All parties, including DOD, DA, CJCS, the Army Reserve, the Army National Guard and FEMA would be involved in this reorganization. It would also involve a careful planning, programming and budgeting transition from active army to Army Reserve control. Regulations and directives would require revision. Considering DA's deep involvement in disaster relief operations, this is a considerable challenge. However, the savings and benefits to the active component have been pointed out in this paper and serve as an overall cost effective force multiplier.

This is an innovative approach. One whose time has come. "The Army, Navy, Air Force and Marine Corps have barely scratched the surface in finding ways to use the Guard and Reserve more productively as they divide up the load of protecting the United States, internally and externally."⁴¹

The Army Reserve is capable of doing anything it sets its focus on. It is time to consider this new paradigm to domestic disaster response as we rapidly enter the 21st Century.

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ENDNOTES

¹ Dr. Martin Reuss, "The Corps of Engineers and the Origins of Federal Disaster Relief," Engineer (April 1994): 48.

² Ibid., 49.

³ Ibid.

⁴ James F. Miskel, "Observations on the Role of the Military in Disaster Relief," Naval War College Review Vol. XLIX, No.1 (Winter 1996): 109.

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⁶ Ibid.

⁷ Federal Emergency Management Agency, Federal Response Plan, (Washington, D.C.: Federal Emergency Management Agency, April 1992), 11.

⁸ David L. Grange and Rodney L. Johnson, "Forgotten Mission: Military Support to the Nation," Joint Force Quarterly, (Spring 1997): 109.

⁹ Thomas R. Lujan, "Legal Aspects of Domestic Employment of the Army," Parameters 27 (Autumn 1997): 83.

¹⁰ Federal Emergency Management Agency, vii.

¹¹ Ibid., 1-1,2-1,3-1,4-1,5-1,6-1,7-1,8-1,9-1,10-1,11-1,12-1.

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¹³ Department of Defense, "Director of Military Support," Executive Agent Overview Briefing, (Washington, D.C., 7 November 1997), 1.

¹⁴ Ibid., 5,7,8.

¹⁵ Grange and Johnson, 109.

¹⁶ Department of Defense, 39.

¹⁷ Grange and Johnson, 110.

¹⁸ Ibid.

¹⁹ James Bovard, "FEMA Money! Come & Get It!," The American Spectator, September 1996, 26.

²⁰ Rick Gore, "Andrew Aftermath," National Geographic, April 1993, 20.

²¹ Department of Defense, 13.

²² Bovard, 26.

²³ John Healey, "Critics Call for Better Way to Deal With Catastrophes," Congressional Quarterly Weekly Report, 29 January 1994, 167.

²⁴ Colonel Alexander A.C. Gerry, AUS (Ret.), "Environment and Global Climate: Point and Counterpoint," The Officer, September 1997, 34-35.

²⁵ Charles L. Mercier, Jr., "Terrorists, WMD, and the U.S. Army Reserve," Parameters, Vol. XXVII, No. 3 (Autumn 1997): 100.

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²⁷ Ibid., 16.

²⁸ Capt. Fred R. Becker Jr., USN (Ret.), "ROA Testifies To Congress On Reserve Impacts," The Officer, September 1997, 20.

²⁹ Ibid.

³⁰ Ibid., 21.

³¹ U.S. Army War College, Into The Future, (Carlisle Barracks, PA, Bliss Hall, 3 February 1998), non-attribution rules in effect.

³² Ibid., 21.

³³ U.S. Army War College, The Federal Response, Military Support to Civil Authorities Panel, (Carlisle Barracks, PA, Collins Hall, 7 November 1997), non-attribution rules in effect.

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³⁹ Lujan, 82.

⁴⁰ George C. Wilson, "Reserves To Be 'First Responders' To Help Victims of Terrorism," Army Times, 29 September 1997, 16.

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